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ABSTRACT

These five essays share the theme that community education will become the primary focus in the continuing development of of the community college as a comprehensive, community-based institution. After Suzanne Fletcher's introduction to the monograph, Holly Jellison reviews the activities and summarizes the roundtable discussions of the Center for Community Education. The next article, "The Mycelium of Community Education: An Ideological Definition" by Robert J. Shoop, offers observations and reflections about the concept of community education and suggests that definitions of community education should focus on goals and objectives rather than on programs or strategies. Clyde LeTarte's article, "Community Education and the Community College: Problems and Promises," looks at the new place of community education in the community college mission, the factors which will influence this role, and the resulting needs in the areas of needs assessment, quality control and management, research and development, and financial support. Next, James F. Gollattscheck, in his essay, "Improving the Body Politic," envisions the community as a complex living organism and submits that learning to work with the various elements which comprise the total community should be a foremost priority for community colleges. Finally, Robert B. Young presents an analysis of a national survey of community education programs and services at community colleges, which includes the questionnaire. (AYC)

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COMMUNITY COLLEGES

COMMUNITY EDUCATION

Monograph #4

A LOOK TO FUTURE YEARS: PROSPECTS REGARDING THE SCOPE AND PROCESS OF COMMUNITY EDUCATION

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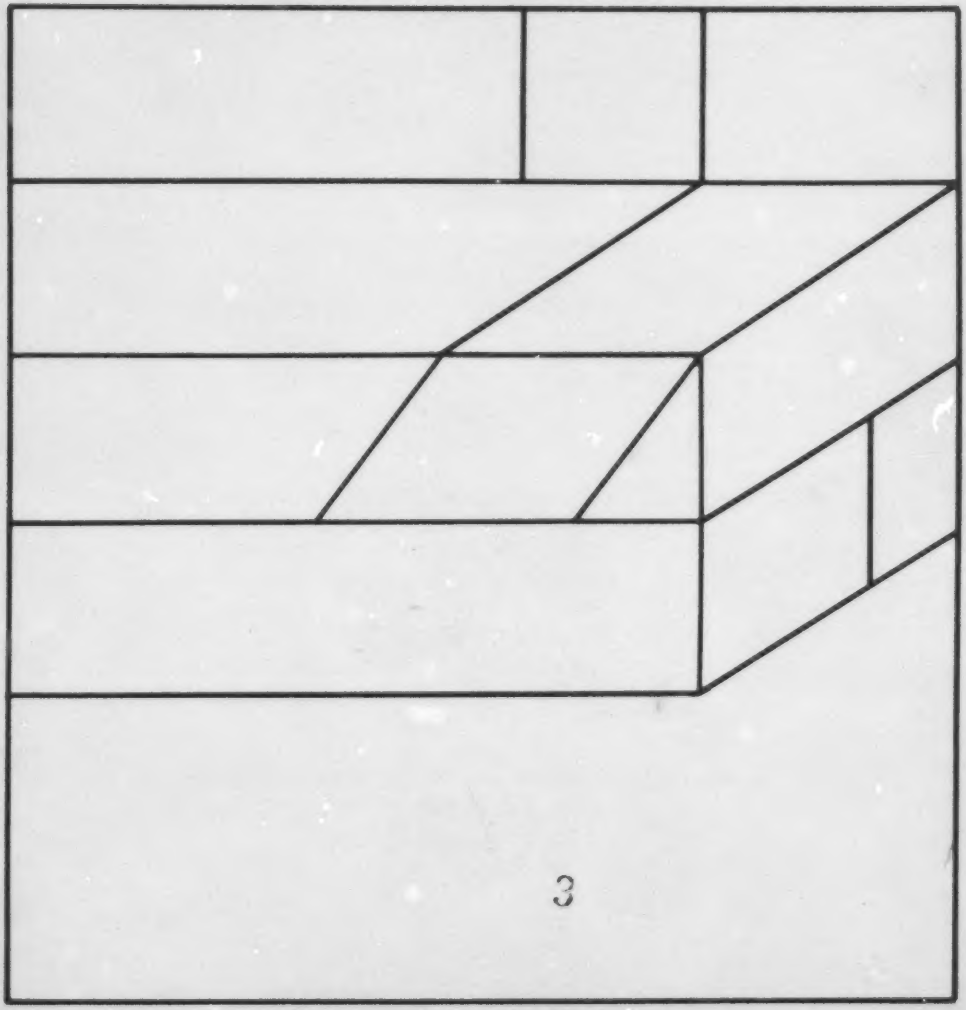
A LOOK TO FUTURE YEARS: PROSPECTS REGARDING THE SCOPE AND PROCESS OF COMMUNITY EDUCATION



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The interpretations and conclusions contained in this publication represent the views of the grantee (or author) and not necessarily those of the Mott Foundation, its trustees, or officers.

Preface

Since January of 1976, the American Association of Community and Junior Colleges has taken an active role in advancing the concept and practice of community education through its member institutions. Responsibility for these efforts has been centralized in our Center for Community Education with funding support from the Charles Stewart Mott Foundation.

The major purposes of the Center since its creation in 1976 have been to develop an awareness and understanding of community education among the community colleges and community schools; to assist in the development of working models among those agencies; and to encourage cooperation among centers for community education, community colleges, and a wide variety of organizations involved in community education. A comparison of results of a survey administered to selected community colleges in 1976, and again in 1981, indicates that the Center has achieved these purposes.

A six months planning grant from the Mott Foundation has enabled the Association to examine possible new leadership directions in the area of community education. This publication describes the results of these planning activities. The Association expresses appreciation to Suzanne Fletcher, center director, and her staff for their diligent work, and to the individuals who provided ideas, recommendations, and technical assistance in the production of this monograph. The Association is most grateful to the Charles Stewart Mott Foundation for its generous support during the past five-and-one-half years.

Connie Sutton
Vice President for Programs

Introduction

This is the fourth and final in a series of monographs prepared by the Center for Community Education. The scope and process of community education over the past several years are reflected in the contents of these monographs, as well as through the Center's other publications, the *Interface* newsletter, conferences and workshops, and the variety of services it performed while functioning as an office of the American Association of Community and Junior Colleges.

To illustrate the concept of evolving partnerships between community colleges and local school districts, the first monograph, published in 1977, describes the developmental phase of four such alliances for the purpose of aiding other colleges and school districts in designing their own cooperative programs. The second monograph presents the results of the Center's 1976 nationwide survey of community and junior colleges to measure community education and community service as it existed—and as it was planned for the future. A practical, low-cost needs assessment process used by a community college in cooperation with the public school system is the topic of the third monograph. Initiated by college administrators, the assessment provided information needed to plan appropriate programs and services for the residents living in a newly created service area.

The discussions presented in this, the fourth monograph, center on the prospect that the community education process will become the primary focus in the continuing development of the community college as a comprehensive, community-based institution. Along with providing for the educational needs of its community, the community college will expand its role as a resource for community development working cooperatively with other local agencies, businesses, and citizen groups. At the same time as colleges further their involvement in community activities, they must actively seek increased local level support—including financial support. State and national support for many community-based operations, including educational programs, is likely to decline over the next decade. Thus, a greater share of local level support will be crucial for the survival and growth of the community college in the years ahead.

Participants at the Center's Roundtable meetings of February, 1981 found these issues to be their common, central concern. Discussions ranged from ways in which to clarify community education as a process—much as the community college itself is a process—to identifying specific approaches for making the college a dynamic resource in community development. The papers prepared by three of the participants (presented here as Chapters 2, 3, and 4) raised penetrating questions about the current status and future direction of community education as a philosophic concept and as a vital component of the community college role in community development.

Analysis of the 1976 Survey update conducted by the Center earlier this year is contained in the fifth chapter of this monograph. While the first survey was sent to all community and junior colleges, the 1981 update was made from a random sampling of colleges. The goals were to determine the involvement of colleges in community education and to identify issues that need to be addressed in regard to the development of community education. Although the update analysis was not completed in time to be included in the Roundtable agenda, most of the issues raised in the data also were raised and discussed by the Roundtable participants. These issues concern the future of the community education process as the major component of the comprehensive community college.

Suzanne M. Fletcher
Director, Center for Community Education

Emerging Issues in the Community Education Process

A presentation of the Roundtable discussions Center for Community Education, AACJC, February, 1981

by Holly M. Jellison

In January of 1976 the American Association of Community and Junior Colleges, with support from the Charles Steward Mott Foundation, established a Center for Community Education. The mission of the Center was

—to develop an awareness and understanding of community education among the community and junior colleges of the country;

—to facilitate closer working relationships between community/junior colleges, community schools, and other groups in the community education fields;

—to encourage other Centers to work with community/junior colleges in the development of community education.

As the catalyst for development of community education programs at AACJC member colleges, the Center has provided since then a forum for the interface of ideas and action to achieve the purposes outlined in the initial mission statement.

In its first year the Center sponsored four regional conferences and a national symposium to lay the groundwork for community-based cooperative efforts among community colleges and schools and related service organizations. Participants representing all educational levels and state and federal educational agencies came away from these meetings with a "realization that there exists between community schools and community colleges common problems, mutual

interests, and similar needs," and that "individual interests oftentimes can be better served through planned cooperative and collaborative" efforts.[1] It was a good beginning.

Another significant activity of the Center during that first year was the conducting of a nationwide survey of community and junior colleges to measure community education/community service as it existed, and as it was planned for the future. In general, the survey revealed that commitment to the concepts of community education exceeded practical fulfillment; even the largest colleges served a small fraction of their local populations through community education. Moreover, the benefits of cooperation between community/junior colleges and local agencies were not clearly understood. Still another concern was the staffing of community education programs with educators who understood community-based education as a mission of the community college.

Out of these initial efforts grew the direction for leadership and support that the Center has provided to community and junior colleges over the past five years. Subsequent conferences in areas across the country where cooperative efforts were working provided a hands-on experience for community teams made up of school superintendents, mayors, community college staff, and state representatives.

The Center has generated a variety of publications resulting from its activities; action fellowships to implement projects and form partnerships also have added to the literature. The 1976 Survey was updated recently and is reported on in another section of this publication. It shows not only an increased awareness of and commitment to community-based education—from over 90 percent of the colleges polled—but a significantly greater pooling of resources among colleges and other agencies to implement cooperatively community education programs that meet community needs.

In February of this year the Center, through part of a six month planning grant from the Mott Foundation, sponsored a national Roundtable to review the developments in community education over the past five years and to identify emerging issues for the 1980s. Fourteen invited individuals representative of community colleges and other institutions and agencies involved in community education joined with members of the AACJC staff to form the Roundtable. (Appendix I contains a list of the Roundtable participants.)

Stimulated by ideas presented in papers prepared by three of the participants,[2] the Roundtable discussions raised some penetrating questions about the current status and future direction of community-based education, its mission, and its role in community development.

> **"The community college is on the verge of incorporating the philosophy of community education as the focal point of its mission. It will no longer be one component of many in the comprehensive community college, but rather the common thread around which other programs, activities, and services exist."[3]**

Is this true in the sense that community education is becoming the "mainstream" of the community college function? Is the philosophy of community education really understood by most community college administrators and faculty? How can it be more clearly defined? Is the lack of a clear definition an obstacle in the way of gaining support and funding for programs and services?

> **"The community college willing to assume leadership in improving community health must understand the difference between community education and education for community development. . . .When community education is planned, organized, and carried out to meet not only individual needs but the broader needs of the community at large, then community development may occur. To do so requires planning and coordination of a process which includes assessment of those needs as well as the available community resources, developing a plan for community development in cooperation with elements of the community, arranging for educational activities and services, and evaluation of the entire endeavor."[4]**

The community college is perceived by most people as an educational institution. Many public officials do not see

education as an important player in community development. How can we change these perceptions? Do they exist even within the administrations of many community colleges? What is the community college role in analyzing community needs as well as individual needs? How can colleges share with other agencies the task of implementing programs for community development?

> **"Community education is a process that helps citizens to reinvest themselves in the total life of their community. Through this involvement individuals will begin to accept their responsibility to the larger society. In order for a person to have a sense of self-worth s/he must first believe that s/he is valued and must in turn value others. The community education process is aimed at nurturing the development of this awakening."[5]**

The involvement of individual citizens in community education will be a desirable and needed ingredient in the shaping of society during the decade ahead. How best can the process of community education be applied to assure that this need is met? How best can the concepts of community education serve the community college in the process of becoming a community-based as well as an individual resource?

As these questions were discussed, a central issue was identified by the Roundtable participants—the future role of the community college in shaping the environment of the community it serves. Over the past two decades the focus of the community college has changed. Its functions have broadened. Community colleges no longer exist merely to process high school graduates through the first two years of higher education, or to provide vocational training for non-university bound students. Nor even to offer adult continuing education programs. While these services remain of high importance, community colleges are moving into the mainstream of community life in the sense that they are responding to the unique lifelong educational needs of individuals by providing a variety of settings and instructional service approaches. They will function increasingly as a resource for community as well as individual development. They will be participants in

analyzing the needs of the community and leaders in developing programs to meet those needs. Colleges cannot afford to expand only in areas that have worked. They must be flexible and experimental.

To succeed in this challenge, community colleges must see community education as the main thrust of their mission. Others must see it this way too. Public officials, lawmakers, and citizens, as well as those within the college administration, must understand that community education is a process relevant to community development. It is the real outreach arm of the community college and its programs are enhanced through cooperative efforts with other community resources.

Progress is being made in implementing the concepts of community education (as observed by the Roundtable participants and reflected in the Survey update), but it is not uniform. Members of the Roundtable identified lack of understanding and awareness of the community education mission, particularly in the colleges tthemselves, as the major obstacle to its development. While there is a high level of stated "commitment" to community education among college administrators, its concepts, its comprehensiveness, its function as a process, are not sufficiently understood or appreciated.

Community education is often viewed as a program or set of programs—mostly noncredit—and, as such, likely to be expendable. Community college faculty for a large part share this view; moreover, staff development in community education services delivery is quite lacking on many campuses. But, as the institutional obstacle is overcome, it will become possible to develop local level understanding and awareness—and greater support—for the scope and potential of community education as a community need. Then it will be easier to gain the necessary support of state and national legislators to ensure the growth of the community education process. However, herein lies the dilemma.

Community colleges must first recognize that community education is the key element of their mission to become truly community-based institutions. The image of availability to the community, as a shaper of the community, must occur as part of the process of the community college in achieving its mission. Increased financial support will come only when public officials and legislators understand this mission and recognize that the resources of the community college are essential to the total growth of the community.

"You (the community college) are nothing more than the community thinks you are. . . .If they view you as that little two-year transfer institution on the hill, then that's exactly what you are."[6]

As people in this country become further frustrated and disillusioned by events in the larger world, community image becomes more important to them. Individuals must sustain a feeling of self-worth—they must, in some way, be able to shape their own destinies. One way can be by working to improve the environment of their own communities; to relate to it in a way that will meet their needs.

It is now then that community colleges can convey a comprehensive image of service to the people. They can show that they possess the resources for assessing the needs of the community to meet the individual needs of its citizens. Members of the Roundtable discussed some specific ways this might be done.

Community education is a process with broad, diverse, and multiple forms of application—it is a process in the same way a community college is a process. A community-oriented needs analysis model could be a way to illustrate the special kinds of skills that form the community education process.

Traditionally, community needs assessments are packages produced by a community college, a recreation department, a school superintendent's office, or another agency that carries out the data collection and analysis. There usually is no real community involvement on the part of individuals. A participant of the Roundtable described from his own experience another way it might be done:

"If you (the community college) can get 50 community members into the gymnasium on a Saturday morning and start doing an informal needs assessment, let them create the instrument, and then have them go out and collect the data, and then have them bring the data back to you—then getting the data is only 50 percent of the whole process. The other 50 percent has everybody saying 'this is my process and I understand it and these people (the college) are concerned.'"

The hard data, statistically analyzed, may not be as scientific as information from a formal needs assessment but the positive aspects of involving citizens in the process can be of far greater value. It is the community education process dynamically expressed. And, through continued efforts of the community college working with individual citizens, the process can be refined.

Finding ways to demonstrate that the resources of the college are relevant to community development also will serve as a means of gaining awareness of and support for community education programs. The dichotomy in community education development is that, at the same time the concepts and their application need to be expanded, there is the prospect of more limited funding and finite resources. In any endeavor, when this situation arises, priorities must be set. Choices must be made carefully; experimentation is decreased. Such is the climate at most community colleges.

There is a growing tension between achieving the mission and the financing of community college education. State level support is seen as likely to remain at least marginally intact over the next several years in relation to the more traditional functions of community colleges. But, reflective of the national mood, there is a feeling among state legislators that community-based operations, particularly educational entities, should receive a larger portion of support on the local level. On the other hand, support could decline as taxpayers—traditionally chary of local tax levys—become harder hit by inflation and a slower rate of economic growth. This cannot be allowed to happen.[6]

To survive, the community college must project its mission as a need of the community. In addition to being a resource for community development, the college must show that it can serve individuals in meeting basic needs, such as housing and employment, as well as educational enrichment needs. It must show that it is dedicated to the goal of facilitating "lifelong learning with community as process and product."[7] Educators are now more than ever one of many competitors for public funds. Community college educators must take a firm initiative, particularly on the local level, in seeking new areas of support.

For example, local businesses and industries often are willing to provide resources for community college programs. But, colleges are likely to be hesitant in actively pursuing

these resources. As one Roundtable discussant, a community college president whose institution has successfully tapped these sources, put it:

> **"We educators have at times been a little bit afraid to ask. (Our college found that) there were many resources that didn't surface. It wasn't apparent they would be there—but they were. ...We need to ask. And maybe that's one of the things we need to do as we do our assessing—be a little bit more aggressive in finding out what we can do, what people will be willing to share."**

New roles in the community becomes then a target for community colleges in seeking to achieve their mission in the years ahead. Gaining public support will require aggressive involvement in the local political process and regular communications with other community resources. Colleges could help each other by developing and sharing a data base of proven community-based social and economic programs. The data base, comprised of models for specific goals with measurable objectives, also would serve to clarify the comprehensive structure of the community college.

Social and economic change that impacts on the community will provide the opportunity for the growth of community education. The challenge will be to respond in creative ways. Target areas can be identified. This country is undergoing a dramatic shift in the composition of its population from a youthful majority to an older majority. In 20 years nearly every 6th American will be at least 65 years old. Their skills and talents cannot be wasted; they must have the opportunity for continued independence and productive involvement in their communities. Community colleges, through the community education process, can respond. Many people are being displaced economically because of budget cutbacks, rising inflation, shortages and shifts in energy sources, and technological developments. Social problems are being created by life style changes. Community colleges, through the community education process, can respond. The challenge is to get these people into the learning society—to involve the non-learner as well as the lifelong learner.

New designs for the delivery of programs and services are needed. The community college must broaden its

accessibility to serve a variety of special groups of people. For some—older learners and non-learners in particular—study circles in convenient locations could replace the traditional classroom on campus. These people often are threatened by the campus setting. Tying in with other local resources to provide informal forums for special groups, such as unemployed youths, seniors, business people, to identify their educational needs and interests would bring the college into the community. Such endeavors would demonstrate in specific terms that the community college mission is a key element in the development of the total community.

Several specific objectives were formulated by the Roundtable participants with regard to future community education related functions of the Association. They were:

—To develop a community analysis-needs assessment model that would be disseminated to colleges;

—To develop a structure to be used in clarifying to legislators, other decision makers, and community college presidents the community education component of a comprehensive community college;

—To develop a corps of "Associates" who would be local linkages in disseminating and implementing the models for community analysis and needs assessment and assistance. The Associates, being community-based, could lead in adapting models, materials, training, etc. to fit unique local needs;

—To provide staff leadership development through the AACJC President's Academy;

—To develop models and strategies for colleges that illustrate how community education services can relate and respond to the needs of local businesses and industries;

—To provide technical assistance to colleges in the form of teams of community education experts who will help in assessing specific problems and in evaluating community education services;

—To reinforce the visibility of the comprehensive community college concept and show how the three components of the community college fit into the comprehensive design;

—To continue providing linkages and networking with four-year colleges and universities;

—To help colleges build strong local level support by working with them to mobilize constituencies for community education programs. Successful methods would be

documented into a data base for dissemination to colleges, legislators, and other decision makers;

—To serve as a facilitator for incorporating community education concepts into ongoing programs at community colleges;

—To assist in demonstrating to the public in general and to public officials education as a vital factor in the shaping of society;

—To act as a research and development service in identifying new directions for community education.

Roundtable participants agreed that, as community colleges work to become increasingly community-based in their means of support as well as in their philosophy, continuing national coordination would be needed to achieve the full development and application of the community education process.

The Center for Community Education ceased its operations June 30, 1981. However, the questions raised, the challenges identified, the input of insights and experience, the exchange of ideas, make the meetings of the Roundtable a valuable contribution in the quest for direction in the years ahead. They have provided community educators, as well as the Association, with specific and workable suggestions for effecting the mission of community education as the focal component of the comprehensive community college. □

Ms. Jellison served as reporter for the Roundtable meetings.

Footnotes

[1]Jellison, Holly M. *A Dynamic Interface*. Washington, DC. Conference Proceedings, Center for Community Education, American Association of Community and Junior Colleges, July-October, 1976. p. 10.

[2]Gollattscheck, James F. "Improving the Health of the Body Politic." LeTarte, Clyde. "Community Education and the Community College: Problems and Promise." Shoop, Robert J. "The Mycelium of Community Education: An Ideological Definition."

[3]LeTarte, page 34.

[4]Gollattscheck, page 44.

[5]Shoop, page 23.

[6]A participant. AACJC/CCE National Roundtable, February 25-27, 1981, Washington, DC.

[7]A participant. AACJC/CCE National Roundtable, February 25-27, 1981, Washington, DC. (Quote from *Values, Vision and Vitality*. By Edmund J. Gleazer. Washington, DC: American Association of Community and Junior Colleges, 1980. p. 16)

The Mycelium of Community Education: An Ideological Definition

by Robert J. Shoop

The purpose of this essay is to offer some observations and reflections about the concept of community education and to offer an ideological definition which is capable of generalization.

Community education is overexposed and underexplored. In the rush to enlist support for the concept there exists the danger that "community education" will become a metaphor for anything and everything. General awareness of the term "community education" is at an all time high. However, there is a great deal of confusion about just what the term means. If this confusion continues, "community education" will evoke cynicism and eventually will be rejected as a meaningful concept.

The current operative definition of community education is programmatic. Each community and each agency defines community education as whatever it is doing. In order for the concept to survive, professionals in the community education field must adopt an ideological definition that focuses on goals rather than methodologies.

Almost everyone believes that they know what community education is. Each person selectively listens to a presentation about the concept and then defines it as a solution to his or her own particular problem. For many school

superintendents community education is a public relations program that will result in passed bond issues, reduced vandalism, and an increase in public support for the schools. Many recreation directors believe that it is just a new name for the worthy use of leisure time and greater access to school facilities. For many community college professionals community education refers to courses and activities for credit and non-credit that are offered off campus. Some four year colleges use the term to refer to what they used to call their division of continuing education. For many community organizers and citizen groups community education is the process of facilitating citizen involvement in the decision making process.

For some, the term has become a cliche, for others it is used as if it were a panacea. Each agency has defined the term to fit some narrow programmatic part of its organization. The result of this confusion of goals and narrow focus is that almost anything that happens in a community is identified as community education. For many, community education is simply a new name for a variety of old programs.

Community education faces two dangers: the danger of being defined so broadly that it loses clarity and effectiveness; and the opposite danger of being defined so narrowly that it becomes just another program. Community education is not a specific program or a collection of programs and activities. Nor is community education the responsibility of any one organization or agency. It is not a concept that has one point of historical origin and then grew in a linear pattern. No one person is responsible for inventing or discovering community education. There was never a master plan with a target objective for community education.

The ideas that have come to be identified as community education germinated at several times. Many men and women are responsible for planting seeds that took root as isolated experiments in local communities. Each of these experiments was unique and each grew in isolation from the others. Occasionally two or more of these experiments would come into contact with another and each was transformed into something new. People who were involved with one experiment would move to another community and carry with them their individual interpretations and understandings of what they had experienced. These people would then modify the ideas to fit the new communities and

new varieties of community education would bloom.

Many of these experiments were begun in the 1930s and 1940s in response to strongly felt community needs. It is very important to remember that each design of community education developed as a response to a local need. The specific needs were identified as increased educational opportunities for adults, or recreation for the youth of the community, or increased employment opportunities, or better school-community relationships, or more responsive government, or a reduction of agency duplication and competition.

Walter Beggs, with the help of the Carnegie Foundation, began the process in Nebraska; Maurice Seay began working with what he called the educative process in Tennessee; Edward Olsen worked in Washington, Oregon and California; Elsie Clapp worked with communities in Kentucky. Other programs of community education developed in West Virginia, New Mexico and Michigan. Each program began as a response to one need in the community and as the needs changed the various programs were modified. In the well known program in Flint, Michigan Charles Stewart Mott and Frank Manely created a program to respond to the recreational needs of the youth of their community. The specific program that they began in the 1930s was not community education. Community education was the process that allowed the various programs to continually evolve as the needs changed. In each community that has been involved in the process of community education a historian could identify a 1930s stage of community education, a 1940s stage, a 1950s stage, a 1960s stage, a 1970s stage, and a 1980s stage. However, because each program was begun at a different time and as a response to a different need, no two histories would be exactly the same.

At the same time that public schools were becoming involved in the process of community education other agencies and organizations began to assist in the development of the process. Unique models of community education were designed and implemented by community colleges, recreation departments, cooperative extension programs, free universities, and many others. It is clear that community education has gone through a series of transitions. It is equally clear that it is currently at a new point of decision. The relationship among the various existing models of community education can be seen in the following analogy.

There is a species of mushroom, "marasmius oreades," which behaves in a very interesting fashion. On the side of a hill or in an open field a ring of yellow buds will appear to enclose a circular grassy space. It is clear that each bud has a relationship to the other, but the exact nature of that relationship is mysterious. The relationship of these tiny yellow buds, as the curious have come to know, is that they all have originated from the same spawn, all connect with that center by subterranean filaments, by the mycelium, so that they are joined, but this connection is not visible on the surface. A little digging will discover it. It is this mycelium which is a tangible example of what is called a principle when dealing with ideas, this connection when discovered gives meaning and helps us to understand.

This essay is an exploration of the mycelium of community education. It seeks to discover the basic principle of community education that holds the various examples of the process together. Wittgenstein observes that knowledge is not coming to know new facts about a subject but merely a changed perception. This essay does not propose to offer new facts about community education, but to offer a changed perception.

Part of the confusion about defining community education has resulted from a tendency to confuse ends with means. Most definitions tend to focus on what community education looks like. For example, "community education is the schools being opened in the evenings for all citizens," or "community education is the taking of community college courses out to the community," or "community education is all of the agencies working cooperatively."

Community education must be defined by its goals or objectives, rather than by various tactics and strategies that are used to reach these goals. Community education must not be defined as a nostrum or cure-all. It must be defined as a prescription, or process of action aimed at a basic objective. Before a prescription can be made, there must be some agreement on the diagnosis. Before a diagnosis is offered, the nature of the malaise must be identified.

The various models of community education that have developed (i.e., school based, agency cooperative, extension, recreation, community college, citizen initiated) all are branching threadlike filaments of the same mycelium. The mycelium that connects the various contemporary models of community with each other and with their antecedents is the quest for self-worth.

Society and individual communities change in the ebb and flow of events. Specific problems are solved and new ones emerge, but the basic need of all individuals to be valued remains constant. There is a constant struggle to balance societal and group needs and community and individual needs. This conflict was clearly identified by Tonnies when he described the transition between the *Gemeinschaft* and the *Gesellschaft*. For Tonnies, "man was by his very nature a social being who would unfold his essence only by living in communities of kinship, space (neighborhood) and spirit."[1] When he examined the relationship between man and his society he acknowledged that man also was capable of forming relationships based on agreements that were formed as a means to an end. Out of both of these types of relationships came certain rules for operation that developed into customs, ethics, mores, and laws.

Of course, this dual social relationship was not originated by Tonnies. Eminent thinkers of antiquity, of past centuries, and of the present have written that an individual relates to the world in two distinct ways and with two clearly defined mentalities. On the one hand, a person may relate with some individuals in an informal, personal, intimate manner. On the other hand, he may relate with other individuals in a formal, impersonal, and structured manner.

People who have attempted to articulate this dichotomy have tended to construct a continuum bounded at the one end by the concept of interdependency and at the other by the concept of contractual relationships.

Confucious spoke of the relationship of intimacy as the "great similarity" and the relationship of formality as the "small tranquility." Plato's ideal Republic versus the Capitalistic society, Aristotle's true friendship versus false friendship, and St. Augustine's City of God versus the society of man, all reflect this perception of a basic duality in interpersonal relationships.

Tonnies based his elaborate sociological theory on the two fundamental concepts of *Gemeinschaft*, usually translated as community, and *Gesellschaft*, usually translated as society. The former signifies a closely knit, generally self-sufficient, rural group, where individuals within the group know each other well, share common experiences and traditions and generally depend on one another. The latter is sharply contrasted as mass society with large groups of people that relate to each other only in formalized ways. In this type of relationship, people interact in a manner that is

characterized as mechanical and rational.

Although Tonnies continually reminded his readers that his framework only described the process of change from *Gemeinschaft* to *Gesellschaft*, and that he was not recommending *Gemeinschaft* and condemning *Gesellschaft*, his work provides an ominous prophecy about the current and future state of human relationships.[2]

Tonnies referred to *Gemeinschaft* as the youth of society when things were less complicated, when each person had a sense of belonging, of self-worth, a sense of being in community with his neighbor. In this stage people knew their neighbors, were self-sufficient, shared a common value system, and felt a sense of responsibility to each other and to their community. *Gesellschaft* is the stage of society's adulthood. In this stage personal relationships are fragmented, change is rapid, people have less in common with one another, and their allegiances and loyalties are diffused among many competing units.[3]

Tonnies assumed that all social relationships are created by human will. He believed that people make decisions on the basis of what they believe is in their own best interests. In the *Gemeinschaft*, relationships are valued as an end in themselves. In the *Gesellschaft*, things that used to be seen as trends become means to greater ends. With the shift from *Gemeinschaft* to *Gesellschaft*, actions stop being controlled by love, understanding, custom, respect, religion, folkways and mores and become motivated by a desire for more power. For Tonnies, the actions of *Gemeinschaft* man resembled "the organic function of growing things." Those of *Gesellschaft* man will be more apt to follow models or plans with logical precision.[4]

It is the premis of this essay that modern American society is making the transition from *Gemeinschaft* to *Gesellschaft;* with this transition comes a point of crisis. Value systems are splintering and crashing around us, while the life boats of family, church, and state are hurled madly about. Toffler speaks of our moving in a profoundly revolutionary way into a new civilization.[5] He believes that this is a period of which "all of our old assumptions, old ways of thinking, and old formulas, dogmas and ideologies, no matter how cherished or how useful in the past, no longer fit the facts."[6] We are currently in future shock, that "dizzying disorientation brought on by the premature arrival of the future."[7]

Packard has noted many of the ramifications of a greatly accelerated rate of change in society. He documented a sense of unconnectedness to either people or places. "Throughout much of the Nation there is a breakdown of community living. In fact, there is a general shattering of small-group life."[8] Our society has become transient and we have indeed become a "Nation of strangers." With this rapid change and breakdown of a sense of community have come a series of secondary symptoms. Modern man is plagued by anxiety, depression, vague discontent, a sense of inner emptiness.[9] He is seeking a sense of control over his own life and his environment. In his book, *The Culture of Narcissism*, Christopher Lasch says that, "the world view emerging among us centers solely on the self and has individual survival as its goal."[10]

There is a mood of pessimism that exists and is spreading through our society. Recent events have severly shaken the confident image of the future that was once held by Americans. "As crisis after crisis has crackled across the headlines, as Iran erupted, as Mao was de-deified, as oil prices have skyrocketed, and inflation ran wild, as terrorism spread and governments seemed helpless to stop it, a bleak vision has become increasingly popular."[11] As a result of Americans being fed on a steady diet of bad news, disaster movies, apolcalyptic religious tracts and governmental incompetency—they have begun to conclude that contemporary society has no future. "For them Armageddon is only minutes away." The earth is racing toward its final cataclysmic shudder. This view of looking at the future generates privatism and passivity.[12] This sense of powerlessness is compounded as modern man has surrendered many of his rights in the ordering of control to others and with each new loss of freedom, the sense of powerlessness increases.

As people have lost faith in their leaders and have become aware of how little they control their own destiny, they have become haunted by a pervasive anxiety. This anxiety is caused by the processes of urbanization they have almost destroyed man's feeling of belonging to a community. The problems of developing and maintaining common or shared values (the basic ingredient of cohesion) is made vastly more difficult.[13] Technical change has pressed society toward greater materials productivity with little consideration of the effects on social relations of local community. Individuals are suffering from alienation, depression, disillusionment,

anomie, and a lack of a sense of personal self-worth. Man is losing his personal identity and essential dignity. He is being overwhelmed by forces of which he is only dimly aware, which subjugate him to a role of decreasing importance and present him with problems with which he has no means to cope.

At the beginning of a new president's term there is usually a period of hope, but Americans seem to doubt that life will improve. Modern man is turning inward and has lost connection with the larger society. Self improvement has replaced social improvement. Everyone from Gibbon to De Tocqueville points out that a vigorous society is marked by consideration for others. A collapsing system shows its weakness partially by the absence of any standards of concern for others as well as by the utter self-absorption of the individual.

As the problems of society grow, man's belief in his own potency decreases. Poverty, racism, violence, hunger and inflation have increased at a rate that creates a feeling of hopelessness. Because modern man has lost faith in his ability to affect his environment, he has withdrawn into himself. "It is clear to many that the world is in trouble, and we're in trouble with it."[14]

Historically, Americans have been conditioned to seek satisfaction and a sense of accomplishment by working hard. The Protestant work ethic held that success would come to those who were thrifty and industrious. In this age of diminishing expectations many people feel cheated. They feel that they have played the game by the rules and just as they neared the reward someone changed the rules of the game. This has resulted in a feeling of disorientation. Their psyche is continually jarred by the unfamiliar terrain and the multiple changes. The familiar guideposts no longer are reliable. As the horizon alters, many Americans are losing their focus on life. For many, self-preservation has replaced self-improvement as the goal of earthly existence.[15] Survival has replaced prosperty as a goal.

In an earlier time, man worked not only for personal wealth but also with a sense of contributing to the wealth of the community. People who lived together in close proximity, instinctively responded to the needs of their neighbors. For the early American a sense of contributing to wealth of the community was very important. "For the Puritans a Godly man worked diligently at his calling not so much to

accumulate personal wealth as to add to the comfort and convenience of the total community."[16] They recognized that a man might get rich at his calling, but they saw personal aggrandizement as incidential to social labor. As communities began to grow and become more complex, these personal interactions and commitments began to diminish, and the people became less concerned with the welfare of their neighbors.

As reports of impending doom continue to filter down from think tanks and governmental officials, modern man has become increasingly depressed and hopeless. There is a wealth of sociological and psychological studies that substantiate the belief that individuals develop a feeling of an inability to control their destiny when they perceive external forces to be too strong or too vague to control. If a person believes that his actions will affect the outcome of an event, he will continue to participate. However, if he believes that he cannot affect significant change, he may curtail all efforts to affect his environment.[17] Julian B. Rotter describes these beliefs as "internal control" versus "external control." If a person believes that a significant proportion of his life is controlled by luck, chance, fate, or is under the power of others, this is an "external control" type of person. If, on the other hand, a person perceives that the event is the result of his own actions, he is referred to as an "internal control" type of person.[18] The latter type of person will tend to become involved in the various participatory processes in society.

However, the person who sees chance or fate as the primary factor in the outcome of events is generally passive in orientation.[19] As society has become more complex and as man has become less able to significantly affect his destiny, he has become more passive.

All people continually are faced with the problem of deciding whether what happens to them is contingent on their behavior and can be controlled by their own actions, or whether it depends on luck, the intervention of strong outside forces, or influences they cannot understand. Modern man has realized that there are few new frontiers to conquer and few opportunities for meaningful decision making in society.

As a result of the menacing and uncertain future, modern man has lost a sense of self-worth. This loss of self-worth leaves our lives significantly depreciated and increases the rate of breakdown of conditions requisite to human dignity. With the loss of a sense of self-worth comes a loss of a sense

of community. The mycelium that connects all programs of community education is the quest to create a new sense of individual self-worth. Without a sense of self-worth man escpaes into privatism, with the accompanying sense of alienation. Only by coming into personal contact with one another can we be expected to treat each other with respect and justice. Without personal relationships built on a sense of concern, our instincts for humanity are blunted. If a person has no meaningful involvement with the life of the community he will lose his ability to have a sense of concern for his fellow man. Individuals will no longer feel strength and self-worth, but, instead they will feel fear and hopelessness. They will truly begin to lead lives of quiet desperation.

The community education process is aimed at bringing people back into face-to-face contact with their neighbors. It is aimed at helping citizens recapture a sense of involvement. People will begin to realize that they are important and that their individual and collective actions can affect their lives and the quality of life in their community. Only by actual involvement can real commitment occur. People will begin to feel a sense of security and only then will they be able to risk new experiences.

Community education is a process that helps citizens to reinvest themselves in the total life of their community. Through this involvement individuals will begin to accept their responsibility to the larger society. In order for a person to have a sense of self-worth s/he must first believe that s/he is valued and must in-turn value others. The community education process is aimed at nurturing the development of this awakening.

Communities are like people in that if they have no sense of mission or purpose they will wither and die. For a community to live it must be populated by people who act and believe that the survival of the community is important to them. With the eclipse of a sense of community has come a significant loss in humanity. There must be a steady and deep sense of relatedness in order for people to have a sense of well-being. Participation in the common life of the community must grow, its branches must widen and its roots spread.[20]

The most important result of our effective and comprehensive process of community education is not how many degrees are awarded, or how many courses are taught, or how many credits are earned. The most important result

is the change in an individual's attitude toward her/himself and toward her/his community.

Although there are many exciting examples of community colleges, public schools, recreation commissions facilitating the process of community education, it must be remembered that community education is a concept, it is not a proper name that designates a specific singular entity. Community education is a generic term that refers to a wise range of relationships and designs of programs. It is a general understanding that has emerged from a series of specific occurrences.

Every agency and organization that considers itself involved in the process of improving the quality of life in its community is a potential participant or initiator of the process of community education. Each service agency must have service to the people as its primary concern. Agencies must not see themselves as having been created to intervene in some manner in the life of the community. They must perceive themselves as elements of the community. The only legitimate measure of success is the total health of the community.[21]

Community education is a process of mobilizing all of the human and physical resources of the community and directing the energy generated toward the goal of helping each individual to achieve the highest level of self-worth and personal growth possible. Each organization and each individual must be provided with the opportunity to contribute to and benefit from this process.

For some the ideas presented in this essay are new. For others the ideas are old, but they are perceived as unobtainable dreams. Anyone who wishes to lead his or her organization into deeper involvement in the process of community education must be prepared to come into conflict with the system. The system is the way things are—the patterns of operations and the structures that currently exist. The system is not good or bad, it is just there. Many people are comfortable with the system as it currently exists, they like the order and the structure. In order for progress to be made toward the development of a process of community education, people must be willing to modify existing structures and patterns of operation to make them more responsive to the changing needs of the communities.

The community education process has implications for all agencies. It is a process that is in a continual state of change writing its next chapter. It is a process that has the potential

to be a significant positive force for individual and community improvement. The role of the community educator is not to provide direction, nor is it to provide the framework or superstructure for the process. There is no one community educator in a community, but each person can become a community educator to the extent that he or she makes a commitment to work toward the total health and growth of each individual that comes into contact with their agency. When the process of community education is begun the potential for both growth and service is multiplied.[22] □

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Footnotes

[1] Ferdinand Tonnies, *Gemeinschaft and Gesellschaft*, (trans. and ed.) C. P. Loomis, (New York: Harper & Row, 1963), p. ix.

[2] Tonnies, *Gemeinschaft and Gesellschaft*, p. 2.

[3] Fred M. Newman and Donald Oliver, "Education and Community," *Harvard Educational Review*, Vol. 37, No. 1 (Winter 1967), p. 61-62.

[4] Tonnies, *Gemeinschaft and Gesellschaft*, p. 6.

[5] Alvin Toffler, *The Third Wave* (New York: William Marrow and Company, Inc., 1980), p. 18.

[6] Toffler, *The Third Wave*, p. 18.

[7] Alvin Toffler, *Future Shock* (New York: Bantam Books, 1971), p. 11

[8] Vance Packard, *A Nation of Strangers* (New York, Pocket Books, 1974), p. 1.

[9] Christopher Lasch, *The Culture of Narcissism* (New York: Warner Books, 1979), p. 92.

[10] Lasch, *The Culture of Narcissim*, p. 32.

[11] Toffler, *The Third Wave*, p. 27.

[12] Toffler, *The Third Wave*, p. 28.

[13] Murray G. Ross, *Community Organization: Theory and Principles* (New York: Harper & Brothers, 1955), pp. 80-83.

[14] Paul R. Ehrlich, *The End of Affluence* (New York: Ballantine Books, 1974), p. 141.

[15] Lasch, *The Culture of Narcissism*, p. 107.

[16] Lasch, *The Culure of Narcissism*, p. 108.

[17] Janice J. Weinman, *Local Control over the Schools* (unpublished Doctoral dissertation, Harvard University, 1970), p. 5.

[18] Julian B. Rotter, *Generalized Expectancies for Internal Versus External Control of Reinforcement* (Psychological Monographs, 1966, Vol. 80, No. 69), pp. 1-43.

[19] Rotter, *Generalized Expectancies*, p. 3.

[20] Robert J. Shoop, *The Teacher and the Community: A Case Study Approach* (San Diego: Collegiate Publishing Inc., 1979), p. 111.

[21] Robert J. Shoop, "A Strategy for Service," *Journal of Alternative Human Services*, Volume IV, Issue I, Spring 1978, p. 22

[22] Robert J. Shoop, *Developing Interagency Cooperation* (Midland, Michigan: Pendell Publishing Co., 1979), pp. 14-15.

Community Education and the Community College: Problems and Promise

by Clyde LeTarte

Community Education in the next decade will not continue as it has. It will change just as surely and just as dramatically as the community colleges that embrace it. The next twenty years will, for all of education, be tumultuous, frightening, and regenerative. They will root out old sacred cows and require new services and structure. The educational enterprise will either respond, or be replaced. This forced change will forge a new union between what has traditionally been a component part of education (community education) and the institution itself, creating little distinction between the goals of the entire institution and those of the community education unit within.

Throughout the development of community education in the schools and the community colleges, the concept, when accepted, has been assigned to some administrative unit within the institution. In community colleges, this has usually been the division of community service; or adult, or continuing education. In doing this, many activities have been initiated and pursued that are supportive of the community education philosophy, and many institutional services have been expanded and tied more directly to community needs. This approach also has left the remainder of the institution often untouched by community education concepts. In considering the three major component parts of the community college—university transfer, career education,

and community service—the third and often unequal component part of community service has often been the only component in the college at all affected by the community education philosophy.

Community educators have expressed for years the goal of establishing the philosophy of community education as the overriding philosophy of the entire educational enterprise.

> **"To think of community education as a separate program superimposed upon existing schools destroys the concept at its inception. To think in terms of community education as a simple extension of an obsolete education system that has serious problems and is in danger of failing of its own dead weight is also a misconception.... One should not visualize a community school program as the frosting placed on the educational cake. Community Education is the cake..."[1]**

The direction suggested, then, should be one greeted with enthusiasm, with excitement, and with a sense of finally reaching the goal to which we have aspired. But will it be? Or will the crumbling of old empires, past priorities, and modified structures create a self-protectionist counter movement among our community service leadership that, in the final analysis, may doom the very idea that they set out to promote.

To understand the potential for integrating the philosophy of community education with that of the community college itself, it is necessary to look at the philosophical underpinnings of both movements. In understanding what we now are, one can then look to the future and potential rearrangements of structure, purpose, and service.

Community Education

Community Education, in the simplest sense, is an educational philosophy that suggests that public education should attempt to broadly serve the educational needs of a very diverse community and should use the resources available to improve the quality of life in a community through education. It focuses upon using all of the education resources of the community, not just those found in the communities' traditional "educational centers" such as the public schools and community college.

A more formal definition might be:

> **"Community Education is a philosophical concept which serves the entire community by providing for all of the educational needs of all of its community members. It uses the local school to serve as the catalyst for bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living, and develop the community process toward the end of self-actualization."[2]**

Accepting this concept in the past has led to the initiation of several programmatic and instructional objectives common to most community education efforts:

- ☐ Service to the traditional student population of a school should be expanded and broadened, providing enrichment opportunities not normally available.
- ☐ New and expanded opportunities should be provided to all with educational needs, not just those traditionally served. The concept of school becoming the educational center of the entire community, with unique programs and services available to serve the heterogeneity of that community is an integral part of this concept.
- ☐ Expanded utilization of facilities to assure maximum utilization of taxpayer investment should be pursued.
- ☐ Expanded involvement of the community in the instructional process, coupled with the acceptance of a primary role in assuring coordination of community support systems and services needs encouragement development.

In general, these concepts have been incorporated by public schools and community colleges in distinct units within the administrative structure. The level at which these units are placed within that structure has been dependent upon the priority given and/or the "surplus" money available.

The point is, however, that, in the past, particular components of the system have been given responsibility for carrying out community education objectives, leaving the rest of the institution to go on about the business of pursuing other areas of concern and interest.

The Community College

The historical approach to community education described here has clearly been pursued in the community college movement. Through titles such as community service division, continuing education, adult education, etc., the concepts of expanded service to a nontraditional audience, expanded use of facilities, and broadened involvement of the community in their instructional programs have all been established as a secondary rather than primary thrust of the college.

Depending upon the degree of commitment, these units given these responsibilities have traditionally pursued activities that may include:

— noncredit special interest class
— extension offerings for credit and noncredit
— community and cultural activities
— support service to the nontraditional student (adult reentry, women's programs, adult counseling, etc.)

In pursuing these efforts, the community college has clearly provided a very real and important service to the various communities served. Facility utilization has been expanded as people are served in new and innovative ways. Citizens who were long past thinking of themselves as learners or students have returned to take advantage of programs provided. Cultural activities and community events have revitalized and uplifted communities.

What has happened as community service units have grown within the community college has been a positive thrust, and the philosophy of community education has expanded through this and has been well served.

What is Next?

While stating uncategorically that community service efforts of the past have been successful and deserve commendation, the question still left unanswered is: What next? Will existing structures remain, simply expanding existing services and becoming increasingly sophisticated in encouraging community members to participate? I think not!

1. The nontraditional learner has become traditional. We often state without thinking that the average age of a community college student is 28—and that the new projection is "38 in '88..." When we relate this simple fact to our existing structures and emphasis that are designed to serve the eighteen, nineteen, and twenty-year-old student,

can we doubt that change is in order? And if the entire college moves to truly accept the nontraditional student as its focal point, do we really believe that a subunit of that system can still maintain the same identity and program that is possessed in the past?

Several examples of the impact of this are in order.

Adult reentry programs have emerged over the last ten years to assist returning adults to acclimate themselves to college life. These programs are traditionally staffed by a one- or two-person office serving a limited number of individuals. Admission offices, however, are designed to serve the mainstream student of the campus. They are usually large and complex systems processing hundreds and thousands of applications. As our student population becomes older and the mainstream student becomes the adult, isn't it logical that services provided through our traditional admission and counseling offices will increasingly be oriented to their needs? And when this happens, what unique service will adult reentry provide?

In the area of career education, many community service dimensions have developed new and unique programs to serve career needs of adults. Seminars and workshops, compressed training programs, unusual scheduling formats, and in-plant as well as on-campus programming have all created significant enrollments and service. As the primary thrust of the college moves toward the same market now being serviced through the community service division, is it not logical to ask why the division of career education with its large investment in career specialists and equipment will not assume that role also? And, when they do, what is then unique about the role provided through the community service division?

In the same sense, other programmatic components of the community service division will lose identity as the college incorporates community education goals as its own.

2. Unique and diverse service will become the cornerstone of the community college structure.

Diversity certainly exists now on community college campuses. The comprehensive community college is indeed comprehensive, providing a variety of services that fit many unique needs. The need to recognize and serve increasingly diverse groups will continue to expand, however. K. Patricia Cross in a speech recently delivered to a group of college presidents describes this issue with an analogy to our super highways:

"For years, we have been building additional access ramps to colleges, and more and more congestion occurs. When congestion becomes too great, we add a lane here or a lane there. There is no problem with this approach as long as everyone travels at roughly the same speed and in the same direction. In taking this approach, we have handled a great expansion in numbers and types of vehicles. VW's, race cars, Mack trucks, and jalopies now travel our expressways. We now have significant diversity. But what happens when we start getting slow drivers who want to drive in the fast lane, people who can't read road signs or who have never driven before, and others who don't know where they are going—or even why they are on the highway?"

As the need to expand diversity in our offerings continues, and as the traditional college student population declines, our colleges will move to incorporate service to this diverse clientele as the primary thrust of the college. Once again, divisions of community service that have initiated programs and activities in this direction may be overwhelmed by this restructuring.

3. Less attention will be paid to the issue of credit and more to the utilitarian importance of the offering.

As greater emphasis is placed on the simple necessity of earning a living, the importance of courses that are related to job advancement and

skill improvements will replace the current issues related to credit and course transferability. As credit becomes less important, changes in the entire funding structure may occur that will blur the distinction that presently exists related to which courses full-time faculty teach. As full-time faculty begin to teach non-credit courses with federal and/or state financial support, the division of community services may find an area of emphasis within the divisional empire once again moving into the college mainstream.

While many other economic, social, and political forces will affect the situation, it seems probable that the philosophy of community education will be moved more and more into the mainstream of the college, leaving some question as to the future role of the division of community service.

This leaves an interesting dilemma that must be addressed. While it is indeed possible (probable) that the concepts of community education will remain viable and become firmly entrenched in our educational structure, it is equally feasible that the professionals and the organizational units that have created this opportunity may be lost.

This may not be problematic and perhaps should not be of concern to us. Perhaps we should say at this point that finally community education will have reached the holy grail and that will be enough. Our community college philosophies will have become the philosophy of community education.

I am not comfortable with this. I have an uneasy feeling that something very important will be lost to the educational enterprise—something that perhaps isn't part of the community education philosophy itself but rather inherent in the people that have pursued it.

It has been my experience that community educators have been that group in the educational enterprise that are the most creative, most attuned to external needs and interests, and most concerned about truly serving the community. To dismantle that structure, may well excise the creative component of the institution that is so necessary for future growth, future change, and future viability and vitality.

Because I support the concept of community education, but also want to assure a continuing and expanded role for our divisions of community services, I believe the following

concepts should be considered:

a. As the college moves to serve increasingly unique and individualized needs, a greater sophistication in needs assessment will be required. As a component of innovative programming, a major thrust of the division should be in the development of techniques and competence in needs assessment and community demographic research. Along with expanded abilities for accurate community research, a parallel need to maintain the human touch in education continues. While much can be learned from data, it is incomplete without the interaction of those to be served. Community assessment also requires the development of structure and mechanisms that assure people-to-people input—involving people beyond questionnaires and paper and pencil assessments.

b. As programs are increasingly taken off campus, quality control and management of these activites becomes a major issue. By refocusing to the external programmatic components of community service, with a renewed emphasis on quality assurance, an important and necessary role is pursued that probably can be done better by this division than any other.

c. Divisions of community service should accept the role of experimenter, innovator, developer of new programs and directions. Further, it should be understood that the objective of this effort is development and that as programs and ideas prove successful, other administrative units of the college should assume management responsibilities. Just as major industries have research and development centers, community colleges also need to recognize a need for this activity and incorporate a structure for creating new ideas and programs and moving them into the mainstream of the college.

d. As revenue sources shrink, the problems in maintaining a comprehensive community college increase. Numerous programs of a short-term or compressed-time nature can be pursued with business and industry—and at a profit. American business today spends billions on training, retraining, and educating their employees. Many companies are looking for support and expertise in this area and are willing to pay for it. Opportunities exist for serving the business community, assisting the unemployed and underemployed, and providing significant revenue to maintain the viability of the college. Community service needs to become more entrepreneural in its approach and more aware of the important financial base that it can provide the institution.

Summary

The community college is on the verge of incorporating the philosophy of community education as the focal point of its mission. It will no longer be one component of many in the comprehensive community college, but rather the common thread around which other programs, activities, and services exist. In moving to this central position, the division of community services which has created and nurtured the concept is in danger of losing identity and purpose. A new role definition for community service divisions is necessary which, if pursued, will assure even greater importance in the future. Part of this new role must include experimentation, expanded programming off campus with corresponding increases in quality control, expansion of college revenue sources, and community needs assessment and demographic research. □

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Footnotes

[1]Edward G. Olsen and Phillip A. Clark, *Life Center Education*, Pendell Publishing Co., 1977, pp. 101-102.

[2]Jack D. Minzey and Clyde E. LeTarte, *Community Education: From Program to Process to Practice*, Pendell Publishing Co., 1979, p. 26.

Improving the Health of the Body Politic

by James F. Gollattscheck

The Patient

One of the major problems encountered by those who study, plan for, and work in community education and community development is that of the general lack of a comprehensive image or model of what a community is, not only on the part of planners and workers but also on the part of other community leaders and the community itself. To risk a cliche, it is a forest too easily obscured by the trees. Communities have been examined and described in almost every way possible, yet most frequently such descriptions have contained only the sum of the parts of communities and not the whole. What has been overlooked most often is not merely a particular constituency nor a specific set of problems but rather the past, current, and potential roles various elements of the community have played or may play in the ongoing development of the community and the very important relationships between these elements. Not having a clear image of the total whole of the community has hampered efforts to plan more effectively and to take steps to remedy community problems.

It may be helpful to think of a community as a complex living organism. A community is composed of many parts, each with a variety of actualized and potential functions. At any given time some elements may be weak and others strong. Some may be functioning to the benefit of the whole while others may be contributing to its detriment just as a malfunctioning organ may jeopardize the wellbeing of the living organism. Some of the parts may be functioning together to maximize results while others may actually be working against each other. A community also has a general state of health which may range from optimal to minimal. Its optimal state of health, not unlike that of the living organism, would require that it possess all the necessary elements, that all elements function well, and that they are capable of reacting to internal and external stimuli in such a manner that they work together for the well-being of the whole.

Like living organisms, communities are seldom in a static condition. A community, like a human body, is a dynamic system with many interrelated parts performing functions of their own and each contributing in varying ways and degrees to the status of the system as a whole. Moving toward the future with the imprint of the past and the exigencies of the present, they are constantly buffeted by forces of change. The body/community is impinged upon by stresses and strains of internal and external forces and is therefore in a constant state of flux—growing and deteriorating, strengthening and weakening, solving problems and being defeated by problems—a continuous struggle to optimize changing conditions.

It might be useful at this point to look at the elements which make up a community, those elements that can be examined to determine the community's health and with which one can work to improve it. The variety and functions of the myriad of organs, limbs, and other parts of the human anatomy and the way they interact to maintain the state of health of the individual are fairly well known. (Current literature and research indicate, however, that even in medicine more attention has been given to diagnosis and treatment of parts than to the whole and only now is the total interaction of all the elements of the body becoming of real concern.)

There are, of course, many components in a community which affect and ultimately determine the total quality of the community. Some would be man-made facilities such as

parks, buildings, and roads. Some would be environmental such as climate and natural resources. The most important in terms of control of the state of health of the community would be those elements composed of people because only people are capable of thoughtful concern for development. People can overcome adverse environmental conditions but the reverse is not true.

While there are an endless number of ways of classifying human elements of communities, for purposes of this discussion it may suffice to consider six broad categories which must be considered in any plan to improve a community—*associations, institutions, agencies, businesses, constituencies,* and *individual effecters.* Just as an organ of the body is a group of cells put together in a certain way for a particular function, so are these elements of a community made up of individuals joined together in certain ways for particular functions. While one individual acting alone may have a great impact on a community, it is most often groups of individuals who must become mobilized for important and lasting change to occur. For the purposes of this paper such organizations and individuals are categorized and defined as follows:

Associations are groups of persons acting together for a particular purpose. Membership is generally voluntary and, except for a few paid professionals and other staff in some large associations, most participants receive no monetary compensation although dues are frequently charged to operate the organization. Most clubs, societies, and leagues would fall into this category. Of all the elements in a community, associations are probably the most numerous and the most varied in terms of size, complexity, purpose, and general effectiveness.

Institutions are establishments created for the purpose of some objective, generally one of public good such as education, religion, health, or charity. Churches, schools, colleges, asylums, hospitals, libraries, museums, and some theaters are institutions. Institutions are usually more formally structured than associations, frequently involving legal incorporation. They are more likely to own or lease buildings and other facilities for their own and/or public use. There are generally more paid staff members performing services and the public may be involved through memberships, for which a fee is usually charged or a contribution expected, or through payment for services.

Institutions may be tax-supported or independent but are usually nonprofit.

Agencies are working arms of federal, state, or local government such as courts, boards, commissions, law enforcement and welfare units, parks and recreation departments, and planning councils, to name but a few. Agencies are tax-supported but may charge fees. They are chartered in law or regulation. They may be service or control oriented.

Businesses are generally self-evident. They operate for profit, selling goods and/or services. They involve the people of the community either through employment or as customers.

Constituencies are groups of individuals with one or more common characteristics such as need, interest, problem, age, handicap, nationality, or sex. Constituencies may or may not be organized in any manner, although many, the elderly and the handicapped for example, are forming associations to put organized pressure on the community and government to provide services. Constituencies are a convenient way of inventorying the public; however, it must be remembered that many individuals may be included in several constituency groups while others may not fit readily into any of the more frequently identified constituencies. It must also be remembered that the more organized and vocal a constituency is, the more likely it is to be recognized yet its vocal ability reveals nothing significant about its size, the seriousness of its needs, or its capabilities as a community resource.

Individual Effecters are those persons who, although they may function within or from the base of an organization or a constituency, must be singled out as an element of the community because of the effect their opinions, words, actions, and support have in and on the community, *beyond* any one organization or constituency. They may gain such positions for a variety of reasons such as wealth, social position, effectiveness as a leader, political power, business influence, or personality. Individual effecters are not always obvious. Careful scrutiny of the powers at work in a community may reveal that while many people operate on the surface with much attention, some of the people who may be extremely effective are seldom or never publicly visible.

Lines between categories may be difficult to distinguish. Is a proprietary school a business or an institution? Is a public tax-supported college an institution or an arm of government

and therefore an agency? Is a private hospital an institution or business? It is important to remember that division into categories is for purposes of discussion and analyses and need not be rigid. The major purpose of the group should be the distinguishing factor since it is this major purpose that ultimately determines the role the group may play in the development of the community.

It may also be important to remember that because of constraints and limitations of its particular structure, one type of organization may create a sub-organization of a different type to perform a function the parent group could not. For example, a museum (an institution) may create a guild or a "friends of the museum" group (an association) in order to avoid the limitations inherent in a legally incorporated institution or to make it easier to involve volunteers. A corporation (a business) may form a foundation (an association or an institution) in order to gain the best advantages from corporate philanthropy. A college (an institution) may create a business to conduct some profit-making enterprise. If such spin-offs are ignored, an important organization in terms of community development could be overlooked.

As man has evolved he has developed the ability to think about the status of his physical and mental well-being. While there is certainly much left to be learned, good health practices involving physical examinations; diet; rest; exercise; proper medication; and the repair, removal, or replacement of parts of the body have increased man's chances for optimal health many times over those provided by instinct in lower animals. Man can avoid many if not all unhealthy circumstances or at least protect himself from harmful stimuli. He can analyze the results of changing conditions on his body and take steps to avoid them or repair damage done. He has learned much about how to maximize his natural recuperative processes.

At this point our analogy runs out. We have not learned how to assess the health or cure the ills of the body politic and as a result much that happens occurs by chance. Concern for the real causes of poor health of communities is not widespread, although concern for the results may at times become very political and great attention given to treating the symptoms. The status of our knowledge of how to improve community health is, unfortunately, not far beyond the witch doctor or perhaps the home remedy stage

of medicine. Some of what we do seems to work but not always in the way or for the reasons expected.

It is assumed by this writer that we as citizens should be at least as concerned with the health of our communities as with our personal health and that learning how to diagnose and prescribe for the ills of communities should become a national priority. The relationship between individuals and communities is one of mutual interdependency. Only people can strengthen communities but individuals in turn depend upon communities for their strength. When communities weaken, individuals lose the support systems which enable them to function effectively as members of the community. Eventually the individual cannot help the community nor the community the individual.

It will not be possible in this paper, even if the writer knew all the answers, to lay out a detailed plan of what should be done. There is too much that is not known and too much untried. What can be done is to point the way toward needed discussion, research, study, and experimentation in three areas—assessment, prescription, and treatment.

Examining the Patient

Returning for a moment to the comparison with the human body, we must note that there is a significant difference between living organisms and communities. Unlike living organisms, communities are not created biologically with a genetic program which specifies the parts the organism should possess and a pattern for development that has proven successful through evolution. There is not even a reasonable assurance that a community will possess the needed elements nor that growth and development will be orderly and effective. Community assessment then becomes at least as important to those who would improve the community as the physical examination to the physician.

We have long talked about needs assessment and indeed some colleges have undertaken extensive programs and know a great deal about the *needs* of their communities. What we are coming to understand is that the concept of needs assessment has most often been taken from a unilateral point of view—to find needs the college can meet. Such an assessment is only a marketing strategy. Community analysis must go beyond any concept of needs assessment now existing. In community analysis we seek to determine the total state of health of the community. More specifically we seek to find answers to such questions as the following:

What organizations, constituencies, and individual effecters exist in the community? What are their past, present, and potential functions? How do they carry out their functions? How effective have they been in the past and how effective are they now? Who are their members and their leadership? Which elements cooperate with which others? How do they view other elements? What commitments do they have toward community improvement and in what areas? Are they interested in establishing new liaisons? What significant elements are missing in the community? In what areas is the community strong and weak? What are the community's most pressing problems? What forces are affecting the community and in what ways? What can be predicted about the future for the community?

These and many other areas would be explored in a true community analysis. The outcome would be a description of the state of health of the community and would become the base upon which to build a program of community development. In order to be useful, such a description of the community would have to be accurate, comprehensive, and current. In addition to being unilateral searches for markets, most needs assessments have been more akin to a one-time snapshot than a monitoring system providing continuous, up-to-date information. It is doubtful that a model exists that would provide the information called for above on a continuous basis, but the development of one is certainly not beyond the capability of several community colleges acting in consort or of a national association with the assistance of appropriate funding.

Such a model would probably begin with a comprehensive description of the elements of the community, attempting to answer the questions listed above and others about as many associations, institutions, agencies, businesses, constituencies, and individual effecters as can be identified. Beyond merely describing an element, an attempt should be made to establish a system for updating the information. This would require that a connecting link between the institution doing the assessing and each element in the community be established. These links would eventually create the beginning of a network through which collaborative efforts can be instigated. The completed description of a community would need to be examined for missing elements. Such gaps might be found most easily in the process of comparing needs with resources.

Answers to general questions about the community such

as its most pressing needs, its future, its strengths and weaknesses should be developed by many organizations and constituencies in the community working together. One will find that in most communities a number of organizations have already developed such information. For example, television and radio stations must poll community leaders periodically about community needs and problems in order to renew their licenses. Chambers of Commerce regularly study needs of their members in order to provide services or lobby for corrective legislation. Many organizations have gathered such information in order to apply for grants from public or private sources. Merely polling all of the identified organizations and constituencies in the community with regard to these questions would provide interesting and extremely useful data.

Prescribing for the Patient

The purpose of community assessment is, of course, to establish the base for planning for community development. Assuming that the data have been gathered, have been reviewed by representatives of a variety of community organizations and representatives of various constituencies, and have been analyzed and arranged by persons trained in community development, what are they likely to tell us? At the simplest level, the data should reveal priority needs or problems in the community *and* resources existing in the community that can meet or solve them. If such resources do not exist, their absence identifies a gap in the resources of the community which needs to be filled either by an existing organization's taking on new functions or the creation of a new element.

The data should enable planners to prescribe remedies for current community ills and take steps to prevent future problems. By revealing the capabilities, mutual interests, and established relationships between elements in the community, the assessment data make it possible for many collaborative efforts to become established. The data will probably reveal a surprising number of associations, institutions, agencies, and businesses already deeply involved in community education and community development. What is most often lacking is coordination and cooperation.

Ideally the process will result in a plan that will allow every element in the community an opportunity to receive help with its own problems and projects, create connections through which various elements can assist each other, and

develop immediate and long-range plans for unified attacks on significant current and future community needs and problems. Again, it is doubtful that a model for such a comprehensive plan exists. Research and experimentation are needed to develop model approaches to coordinated community development.

Treating the Patient

There are as many types of remedies for community ills as there are problems. A lack of playgrounds, inadequate transportation systems, or inability to provide necessary public utilities are representative of the many types of community needs that could require attention. This paper, however, will deal with one remedy—education. Education, in the broadest sense of the word, is the process of facilitating growth, change, and development in people. *While education cannot alone solve all community problems, no other solutions to community problems can be lasting or meaningful without education.*

Urban renewal, for example, brought about physical changes in cities but did little to assist people because there were few if any efforts to help people renew themselves. Decaying areas of communities were leveled and sparkling new buildings erected. The people were simply moved elsewhere, and planners were surprised to find they continued to have the same problems. Low-income housing developments have been built and the developers dismayed at the "ingratitude" of the tenants who took no better care of the new apartments than of the slum tenaments they left. Again, people were not helped to change.

While it is understood that educational institutions do not have a monopoly on community education and that real community development must involve as many individuals and groups as possible, it is assumed by this writer that community colleges, of all social and educational institutions, are the most logical to assume leadership in improving the health of the community. Many community colleges have had a history of concern for their communities. They have long ago moved out into their communities to offer courses and services. They have gained experience in collaborating and cooperating with other organizations in the community. Community colleges exist in every state and serve a great many communities. Where other organizations may have taken the lead, community colleges should move forward to assist in every way.

The processes of community analysis and planning described briefly above should have gathered significant data and developed practical approaches to coordinated problem solving. The next step is to mobilize a group of organizations and individuals with knowledge of each other and willing to work together to improve the community. The role each can play most effectively in solving particular problems must be established and the types of collaboration each is interested in and capable of should become known. Most important of all, many elements in the community must, for the first time, look beyond their own immediate needs and interests to the broader issues of community development and the roles they can and should play in it.

Ideally a steering committee will have been established to conduct the analysis. The same steering committee with some modification may become the steering committee for the action phase. This group can help establish priorities and assign tasks. It can also serve as an arbiter for the disputes that may arise as questions of turf and traditions come up.

The community college willing to assume leadership in improving community health must understand the difference between community education and education for community development. Community education is provided by many educational institutions and by a surprising number of non-educational organizations. Community education may, at times, serve only to help individual citizens further their educational goals. While there can be no question that a better educated citizenry certainly enhances a community, community development goes further and more is demanded of its leaders and participants. When community education is planned, organized, and carried out to meet not only individual needs but the broader needs of the community at large, then community development may occur. To do so requires planning and coordination of a process which includes assessment of those community needs as well as the available community resources, developing a plan for community development in cooperation with elements of the community, arranging for educational activities and services, and evaluation of the entire endeavor.

Choice: Good Health or Postmortem

Most physicians realize that good health cannot be maintained for long through external means. An aspirin may stop a headache temporarily but cannot cure an illness.

A band aid may be an excellent first aid device, but it is only a band aid. The most effective medicine is that which allows the body and its parts to grow stronger and, in a sense, cure itself. Practicing such medicine requires an intimate knowledge of the total body and the role played by each part in maintaining the health of the body. Improving community health is probably much the same. Improvements created and sustained by and through external forces do not bring about lasting improvements. Some community services are "band aid" help for the community and as such may be important, but they must be recognized for what they are—temporary relief for problems for which real cures need to be developed.

Programs that help the elements of the community become more alert to problems, stronger and therefore better able to solve problems, more aware of each other, more concerned about the community itself, and more concerned about the community's health in general can bring about real and lasting change in the quality of life in the community. Planning such programs requires intimate knowledge of the community and, not only recognition of the role each of its vital organs can play in creating and maintaining good community health, but also a willingness to allow each element to become involved in the process. The development of such knowledge and understanding is necessary if our communities are to provide the life support systems needed for their citizens in the complex, rapidly changing world that is upon us. This writer submits that learning how to work with the various elements which comprise the total community should become a foremost priority for community colleges in the 1980s. □

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The Evolution of Community Education in Community and Junior Colleges

An analysis of the recent update to the 1976 Survey conducted by the Center for Community Education

by Robert B. Young

In 1976, the Center for Community Education at AACJC conducted a national survey of community education services and programs in community and junior colleges. A follow-up study was made of community education programs and services in 1981. This chapter offers the results of this recent study: in relation to the 1976 survey, and in relation to some issues about the theory and practice of community education.

For the 1976 study questionnaires were sent to all 1275 community and junior colleges in the nation, and 855 were returned (67%). In 1981, 300 questionnaires were sent to a random sample of community and junior colleges, and 209 were returned (70%). The 1981 questionnaire was an abridged version of its predecessor. Focusing on the characteristics, administration, funding, and cooperative

efforts of community education programs, it did not include questions about the types of offerings, the courses and services, of those programs.

The follow-up study provides an opportunity to examine the evolution of community education in community and junior colleges. Its data illuminate and sharpen the opinions that have been offered in the previous chapters of this monograph. They provide an opportunity to compare the ideas of the Roundtable participants to the realities of community education in community and junior colleges.

The Roundtable examined the evolution of community education "to see where we are now in view of what we have done and consider what we should do next in the coming years."[1] The participants identified several conceptual and practical issues that have affected the growth of community education, and the role of the Center for Community education AACJC in that growth.

The major conceptual issues involved the impact of education on society and the definition of the term "community education" inside and outside of the community college. Practical issues that emerged from the Roundtable discussions were funding, cooperation among the agencies that provide community education programs, the status of community education in community and junior colleges and, especially, the development of instructors as community educators, the need for ongoing assessments of community needs, and the future role of the Association as a national coordinator for the development of community education.

Issues From the Data

Most of the Roundtable issues also were raised by the data from the two national studies of community education programs. The 1976 study revealed that funding, cooperation, and staff development were issues that affected programs. This data showed that community education programs profited from the use of diverse sources of funds. Also, in 1976, many colleges supported the idea of cooperation with other agencies, but they rarely put this idea into practice. Finally, the 1976 study revealed that the training of special community education instructors lagged behind their employment in the programs of community/junior colleges.

In 1981, the respondents were asked to identify the "critical issues, directions, and trends in community education that AACJC should focus upon during the next

three to five years." Five major issues were identified, and foremost among these was the funding of programs. Fifty-four references were made to the funding of programs, twice as many references as for any other issue. Twenty-seven references were made about the cooperation or conflict between community/junior colleges and other agencies that offer community-based courses and services. Tied for third, with 16 comments, were general issues about the development of society, and concerns about the status of community education within community/junior colleges—especially in regard to staff development. The fifth issue involved the meaning of the term, "community education," and the need to communicate its precise meaning throughout society. Twelve references were made about this issue.

The data from the 1976 and 1981 studies correspond to the concerns of the Roundtable discussants. The remainder of this chapter will discuss those concerns in greater detail. In order, the chapter will present information from the studies about: cooperation among community education agencies, funding, staff development issues, conceptual concerns, and community assessments.

Cooperation

Community colleges want to cooperate with other agencies in the provision of community-based education. Over the past five years, attitudes about this cooperation have remained positive and stable, and the reality of cooperation has increased.

In both national studies, approximately eight of every ten administrators believed that community colleges were not replicating other agencies when they offered community-based courses and services. The same number also believed that community colleges would not lose their control of these courses and services if they cooperated with other agencies. In both studies, about six of every ten administrators thought that educational benefits would not accrue from any competition between community colleges and other agencies. The same proportion even encouraged community colleges to provide personnel and money to community schools in order to help them to provide programs.

In 1976, the support for cooperation was not matched by many examples of it. Table 1 shows that these examples have increased over the past five years.

Table I.

Formal Cooperative Agreements Between Community/Junior Colleges and:	1976%[1] (N=855)	1981% (N=209)
Community Schools (K-12)	17.8	41.1
Parks and Recreation Programs	15	22
Senior Citizen Programs	20.3	34.5
Public Health Agencies	14.2	24.4
Public Libraries	12.2	19.6
Business and Industry	21.4	40.2
Religious Institutions	10.8	14.8
Civic and Fraternal Organizations	12	13.9
Other Colleges and Universities	—	33

The growth in formal agreements with community schools might reflect an increased opportunity to make such agreements. The 1981 survey shows a marked increase in the number of community schools located within the vicinity of the responding colleges (from 46.3% in 1976 to 60.5% in 1981). This increase might be due to the presence of more community schools, but it probably is due to an improved recognition of those schools by community college administrators.

Finally, the 1981 survey included two questions that related local cooperation to the efforts of the American Association of Community and Junior Colleges. More than half of the respondents thought that it was useful (32.5%) or most useful (21.1%) for the Center for Community Education staff at AACJC to work with other community education groups at the state and national level. And, among the resources in the information bank of the Center, almost half of the respondents valued the "cooperative agreements with other agencies" as useful (36.4%) or most useful (10%). These are indications of the utility of the staff and material resources of the Center for Community Education. They also indicate that community college administrators believe in the utility of local cooperative agreements.

Funding

The 1976 study revealed that community education programs are boosted by the use of diverse funds. That study also disclosed that community college administrators

want to use state funds to develop their programs. In 1981, the data indicated that a recessionary economy had affected the funding of community education programs. Tuition sources were utilized by more colleges while local and federal funds were utilized less often. The status of state sources had remained consistent over the five year period.

Table II.

Recipients of Different Sources of Community Education Funds	1976% (N=855)	1981% (N=209
Tuition	74.8	82.8
Local Tax Funds	43	39.7
State Tax Funds	59.7	59.8
Federal Funds	42.1	32.5
Other	10.7	12.4

Table 2 shows the percentages of colleges which receive funds from various sources. Tuition is used by eight percent more colleges today than in 1976. This increase might result, in part, from the need of some colleges to replace funds that have been lost through "Proposition 13" types of legislation. Local tax funds are less available in 1981 than in 1976. This causes concern, since the 1976 study showed that local tax funds are a hallmark of successful community education programs. State tax sources have remained stable over the past five years, but federal funds have dropped considerably. This drop might become more precipitous in the next few years, as the federal budget for social programs is cut by the Reagan administration. Finally, the slight increase in "other" sources does not equal the cut in federal funds. This raises doubt about the capacity of private sources to replace federal support for community education programming. It also indicates that community college administrators need to tap these sources more effectively—only about one of every eight colleges is currently using "other" sources to fund their community education programs.

State tax resources have remained constant, and so has the interest of community education administrators in receiving these funds for their programs. More than 85 percent support the idea that state legislatures should

provide funds to support community education programs in community schools and colleges (85.4% in 1976, 87.4% in 1981). A few are willing to give up some control of their programs to the state, presumably to get those funds. In 1976, 17.8 percent agreed that "state governing boards should coordinate" community education programs. In 1981, 19.1 percent supported the same contention.

The impact of the economic recession is evident in two other areas: funding policies, and charges for facilities. In 1976, 58.1 percent of the community colleges in the nation had a specific policy for funding community education programs. The percentage had grown to 72.2 in 1981. Lines of funding might be drawn more tightly during lean times. Another indicator is the charging of fees for the use of off-campus facilities. Virtually all community colleges rent these facilities for their community-based courses and services, but only four out of ten were charged for that rental in 1976 (43.2%). In 1981, almost six out of ten colleges were charged for the use of off-campus facilities (58.6%). Again, this increase might result from the passage of "Proposition 13" types of legislation, which prevent public agencies from providing facilities at no cost to other agencies.

College Issues

Some changes are occurring in the staffing of community education courses. These changes reflect the development of community education as a special area of instruction and, perhaps, the funding problems that affect community colleges in 1981.

In the new national study, only about one-third (34%) of the colleges usually employed regular faculty to teach community education courses (compared to 43.6% in 1976). Also, almost half of the colleges (47.8%) had established formal qualifications for the employment of community educators (compared to 38% in 1976). These findings indicate that community education is becoming recognized as a field that requires specialized staff for its courses and services.

Community education courses need faculty with special qualifications as instructors. However, the establishment of these qualifications also might enable some colleges to avoid the expense of staff development programs for their community education faculty. It is cheaper to hire qualified staff than to train them. In 1981, only about four out of ten community colleges offered any kind of staff development

experiences in community education. Over the past five years, preservice programs have actually declined in number (they were reported at 17.6% of the colleges in 1976, and only at 11.5% of the colleges in 1981). Inservice programs have shown only a slight increase in number during the same period (from 28.6% in 1976 to 31.7% in 1981).

Budget limitations also might be revealed in the use of volunteers to teach community education courses. Today, more than two-thirds of the community colleges (69.9%) report that they use volunteer instructors as well as paid faculty. In 1976, 64 percent of the responding colleges used volunteer staff.

One final statistic concerns the development of specialized community education programs in community colleges. In the recent survey, 35.6 percent of the responding administrators reported directly to the presidents of their institutions. This percentage indicates that community education courses and services have a prominent position at more than a third of the nation's community colleges. However, in 1976, 46 percent of the respondents to the survey reported directly to their presidents. It is conceivable, though indeterminable, that community education programs are becoming subordinate functions on community college campuses, instead of autonomous entities.

Conceptual Issues

Community-based courses and services have many names. Table 3 shows the percentages of colleges in both surveys which used five different titles for these offerings.

Table III.

Title of Program	1976% (N=750)	1981% (N=209)
Continuing Education	25.3	30.6
Community Services	20.5	18.7
Community Education	2.3	5.7
Instruction[3]	7.2	6.7
Other[4]	44.7	38.3

It is interesting to note the prominence of the title "continuing education" because both national studies were "survey(s) of community education/community service programs." The least popular title is "community education," which is somewhat disheartening because the 1976 study

revealed that "community education" programs were better organized than their counterparts with different titles. However, the growth in the use of this title indicates a potential improvement in the organization of some community-based programs.

The diversity of program titles might have affected responses to a statement that the "community education/community service function is really no different from the concepts of adult/continuing education programs." Perhaps the community education and community service respondents agreed with the statement (47.7% of all respondents agreed with it in 1976, and 46.9% did so in 1981), and perhaps the continuing education and adult education respondents disagreed with it (41.3% of all respondents did so in 1976, and 48.7% did so in 1981). But it is just as likely that the response patterns were reversed. Regardless, significant discord exists about the similarity of the various types of community-based programs.

Despite this discord, virtually all of the respondents declare that their colleges are committed to community education when it is defined as: "courses and activities for credit or noncredit, formal classroom or non-traditional programs, cultural, recreational, or academic offerings specifically designed to meet the needs of the surrounding community and utilizing school, college, and other facilities. Programming is determined with input from the community being served." In 1981, 98.1 percent of all community education administrators agreed that their colleges were committed to these types of programs. Thus, there is strong support for community-based offerings in community colleges, regardless of the names which are chosen for them.

Community Assessments

Community input is an important tradition in community college programming. The literature of two-year college education asserts that all of the programs of the college are derived from an assessment of community needs. Thus, it is not surprising that the Roundtable participants recommended that cooperative, on-going assessments of community needs should be utilized by community education administrators. Indeed, the 1981 data shows that almost half of the community colleges in the nation routinely conduct community needs surveys or community characteristics surveys in conjunction with their community education programs. And this percentage is growing. In

1976, 40.2 percent of the colleges conducted these surveys, and 45.2 percent conducted them in 1981.

Community input also is evident in the use of advisory committees and evaluation measures for community education planning. Growth is evident in each of these uses. Almost two-thirds of the responding colleges (64.1%) now use advisory committees to "describe needs, develop programs, and evaluate offerings" (compared to 54.3% in 1976). Almost eight of ten colleges have developed and used evaluation procedures for community education services (78.4% in 1981, compared to 62.6% in 1976). These figures suggest diverse forms of community input are being provided to community education programs.

Conclusions

The report of the 1976 study concluded that "the general picture of community education is rosy but its hues could be deepened considerably...In the final analysis, the commitment to excellent community education exceeds its fulfillment in community/junior colleges. The ideas of the community education are slightly ahead of the realities." In 1981, some of the realities are catching up with those ideas, even though funding problems make the chase more difficult.

The realities seem to be catching up with the verbal support for cooperation that has been offered during the past five years. Most notable seem to be the efforts to formally cooperate with community schools, business, and industry. "Formal" might be as emphasizable as "cooperation." Some of the apparent growth in cooperation simply might be the contractualization of casual agreements with local agencies. However, the increased number of relationships with business and industry also augurs the development of "other" sources of funds for community education programs. These sources seem especially important to the growth of these programs.

The utilization of needs assessments, community advisory committees, and evaluation procedures are other beneficial realities for community-based courses and services. Community input is vital if these courses and services are going to prosper.

Special staff are being hired to teach community education courses, but they are not being developed for this purpose. The dearth of training experiences is unfortunate, especially in the rapidly changing world of community-based learning.

Funds need to be provided for staff development, primarily in the area of inservice training. Formal qualifications can help to supplant the need for preservice programs, but they have no impact on faculty and curricula that are constantly changing.

The positive development of community education is tempered by the evolution of funding over the past five years. The reliance on tuition sources is almost universal today. Local and federal funds are becoming less available. Other sources are growing, but at a slothful pace. In 1976, the diversity of funding was considered to be a key to the integrity of community education programs. Undoubtedly, it still is, especially in the provision of community services. These services usually do not offer the tuition support of community education courses.

For the most part, the 1981 survey affirms the rosy picture of community education that was drawn by the 1976 study. Community education remains a vital component of community college education. Its programs extend the philosophy of the college into the life of the community. Increasingly, these programs are mingling with other community-based activities. A mutuality of effort is being developed. The success of that effort will depend upon the support that is available to the special staff and special purposes of community-based programming in the community college. □

Dr. Young is Associate Professor, Department of Organizational, Counseling, and Foundational Studies, University of Vermont, Burlington, Vermont.

Footnotes

[1]A participant. AACJC/CCE National Roundtable. February 25-27, 1981. Washington, DC.

[2]In 1976, a preliminary question was asked if the respondents had formal agreements with any of the above agencies, and 48.9 percent answered affirmatively. Then they answered questions about the different types of agencies with which they had such agreements. The 1976 percentages have been revised for Table I. This revision requires caution in the specific interpretation of Table I.

[3]These programs did not have any formal title. Rather the office of the Dean of Instruction was reported to be the office of community-based programs at these colleges.

[4]These titles included combinations of the preceding categories listed in Table III., as well as such names as "extended," "evening," "adult," "developmental," "outreach," et.al.

Appendix I.

AACJC/Center for Community Education Roundtable

February 25-27, 1981

Invited Participants

Barbara B. Foster
George Washington University
Education Policy Fellow @ ED
Division of Adult Education
Washington, DC
(Former Director of Community Education, Durham County Schools, Durham, NC)

Dr. James F. Gollattscheck
President
Valencia Community College
Orlando, Florida

Dr. John Hakanson
President
Clackamas Community College
Oregon City, Oregon

Becky Hutton
Program Associate
Charles Stewart Mott Foundation
Flint, Michigan

Dr. Clyde LeTarte
President
Jackson Community College
Jackson, Michigan

Edward J. Liston
President
Community College of Rhode Island
Warwick, Rhode Island

Judy McGaughey
Assistant Dean of Continuing Education
LaGuardia Community College
Long Island City, New York

Yoshio C. Nakamura
Dean of Community Services
Rio Hondo Community College
Whittier, California

Maurice (Mon) O'Shea
Dean, Open Campus
Bunker Hill Community College
Charlestown, Massachusetts

Dr. Harold Shively
President
Bunker Hill Community College
Charlestown, Massachusetts

Dr. Robert J. Shoop
Director, Kansas Center for Community Education
College of Education
Kansas State University
Manhattan, Kansas

Dr. Paul Tremper
Executive Director
National Community Education Association
Washington, DC

Dr. Marvin Weiss
President
Northeastern Junior College
Sterling, Colorado

Dr. Benjamin R. Wygal
President
Florida Junior College at Jacksonville
Jacksonville, Florida

AACJC Staff

Suzanne M. Fletcher
Director, Center for Community Education
American Association of Community and Junior Colleges
Washington, DC

Dr. Edmund J. Gleazer
President
American Association of Community and Junior Colleges
Washington, DC

Connie Sutton
Vice President for Programs
American Association of Community and Junior Colleges
Washington, DC

Dr. Roger Yarrington
Vice President
American Association of Community and Junior Colleges
Washington, DC

Appendix II.

Center for Community Education
American Association of Community and Junior Colleges

Survey of
Community Education/Community Service Programs

PLEASE PRINT OR TYPE

PLEASE FORWARD TO THE APPROPRIATE INDIVIDUAL

LEAVE BLANK (1–6) CARD 1 (7)

Name of person responsible for supervising community education (8–37)

Title of person responsible for supervising community education (38–67)

1. Does the person named above have other duties in addition to supervising the community education/community service program?

YES ☐ NO ☐ (68)

If YES, please list these other duties: _____

2. Does the person named above as responsible for community education programs report directly to the president of the college?

YES ☐ NO ☐ (69)

If NO, to whom does he/she report? _____

DEFINITIONS

Community College - as used here, a public or private two-year institution which usually offers educational programs and services in a)transfer, arts and sciences or general studies programs, b) vocational/occupational programs, c) student personnel services, d) noncredit educational, cultural, and recreational programs.

Community School - the neighborhood K-12 school which serves as a center where children and adults have optimum opportunity for educational, cultural, recreational, and civic activities. Programming is determined with the advice of a citizen advisory committee.

Community Educator - staff from the college, school, or community actively involved in either teaching, planning, or supervising the community education program.

Community Education - includes courses and activities for credit or noncredit formal classroom or nontraditional programs, cultural, recreational, or academic offering specifically designed to meet the needs of the surrounding community and utilizing school, college and other facilities. Programming is determined with input from the community being served.

1. As defined above, does you college have a committment to the community education dimension?

YES ☐ NO ☐ (70)

2. As defined above, is there a community school in the college area?

YES ☐ NO ☐ (71)

3. What is the total enrollment of full-time and part-time students at your college in the fall of 1980?

1 - 999	☐	6,000 - 7,999	☐
1,000 - 1,999	☐	8,000 - 9,999	☐
2,000 - 3,999	☐	10,000 - 14,999	☐
4,000 - 5,999	☐	15,000 or more	☐

(72)

SECTION II. Community Education Administration

The following statements describe some common situations encountered in planning community education programs. Please respond to each item by circling one of the numbered responses indicating whether you agree or disagree with the item.

Indicate whether you:

(1) Disagree strongly (2) Disagree (3) Uncertain (4) Agree (5) Agree strongly

1. State governing boards should coordinate the types or programs listed in Section I
   1 2 3 4 5 (8)

2. The community college would lose its supervision and administration of adult education or community education programs if there were cooperation with other agencies.
   1 2 3 4 5 (9)

3. Community colleges should offer or assist in making arrangements for appropriate services and activities requested by the community
   1 2 3 4 5 (10)

4. The laws in the state do no provide for cooperation and coordination with other agencies
   1 2 3 4 5 (11)

7. State legislatures should provide state funds to support community college/ community school programs
   1 2 3 4 5 (14)

8. Because community colleges and community schools are competing for the same tax dollar, they will not cooperate in offering community education programs
   1 2 3 4 5 (15)

9. The AACJC and its Community Education Center should play a major role in encouraging community colleges to become more active in the community service area
   1 2 3 4 5 (16)

10. In emphasizing community education and community service in community colleges are taking on too many functions that should be performed by other community agencies
    1 2 3 4 5 (17)

5. Community colleges should help initiate community school programs in their area by providing some personnel and some money

1 2 3 4 5 (12)

6. It is educationally beneficial to the community if there is open competition between community colleges and other agencies offering community education programs such as those listed in Section I

1 2 3 4 5 (13)

11. The idea of community education/community service is strongly subscribed to by this institution

1 2 3 4 5 (18)

12. The community education/community service function is really no different from the concepts of adult/continuing education programs

1 2 3 4 5 (19)

SECTION III. Characteristics of Community Education

For each characteristic listed, circle one of the number responses, either:

(1) YES (2) NO (3) Planned for 1981-82

1. Are there formal qualifications for community educators?

1 2 3 (20)

2. Can salaries for community educators be paid jointly by community colleges, community schools, or other agencies?

1 2 3 (21)

3. Does the community college offer a training program for prospective community educators?

1 2 3 (22)

4. Are community educators usually regular faculty from the community college or the community school?

1 2 3 (23)

5. Does all community education staff participate in an in-service training program?

1 2 3 (24)

6. Do community educators include faculty from the community or from other agencies?

1 2 3 (25)

7. Does the community education program use volunteer instructors as well as paid instructors?

1 2 3 (26)

8. Have evaluation procedures been developed and used for community education services?

1 2 3 (27)

9. Has a community advisory committee been formed to describe needs, develop programs, and evaluate offerings?

1 2 3 (28)

10. Is there a clearly identifiable administrative unit for coordination of community education programs?

1 2 3 (29)

11. Has a specific policy been developed for funding the community education program?

1 2 3 (30)

12. Does the community college's community education program depend on cooperation between community colleges, community schools and other agencies?

1 2 3 (31)

13. Is a community needs survey or community characteristics survey routinely done in conjunction with the community education program?

1 2 3 (32)

14. Community education programs are estimated to involve how many community members in the calendar year 1980-81?

- fewer than 1,000 ☐ (1)
- 1,000 - 9,999 ☐ (2)
- 9,999 - 19,999 ☐ (3)
- 20,000 - 29,999 ☐ (4)
- over 30,000 ☐ (5)

(33)

15. The above number of participants represent approximately what percentage of the population with the local area served by the college (district, city, county)?

- less than 1.0% ☐ (1)
- from 1.0 to 5.0% ☐ (2)
- from 6.0 to 10.0% ☐ (3)
- over 10% ☐ (4)

(34)

SECTION IV. Types of Cooperation

Please respond to the following items by checking one of the appropriate responses.

1. Off campus facilities are used to offer community education programs

   YES ☐ NO ☐ (35)

2. If question 1 is YES, is a fee charged for use of facilities?

   YES ☐ NO ☐ (36)

3. If a fee is charged, is the fee based on

   number enrolled ☐ (1) (37)
   flat rental fee ☐ (1) (38)
   maintenance cost ☐ (1) (39)

4. Name the university or State Department Center for Community Education that serves your area _____

   _____

   _____ _____

5. Is there a formal agreement between the community college and any of the following agencies concerning cooperation in offering community education programs? Check those with which the college cooperates.

   community school (K-12) ☐(1) (40)
   parks & recreation programs ☐(1) (41)
   senior citizen programs ☐(1) (42)
   public health agencies Identify _____ ☐(1) (43)
   public libraries ☐(1) (44)
   business and industry ☐(1) (45)
   religious institutions ☐(1) (46)
   civic & fraternal organizations ☐(1) (47)
   other colleges and universities ☐(1)

   If question 5 is YES, please enclose a copy of the agreement.

SECTION V. Funding and Policy in Community Education

Please respond to the following item by checking one of the appropriate responses.

1. Are state funds for adult education administered through:

   a) K-12 school districts ☐ (1) (48)
   b) Two-year colleges ☐ (1) (49)
   c) other (please specify) ☐ (1) (50)

   _____

   _____

2. Does your state have specific legislation supporting community education or community schools?

   * YES ☐ (1) NO ☐ (2) (51)

3. Are community colleges eligible to receive these funds?

   YES ☐ (1) NO ☐ (2) (52)

*If yes, please enclose a copy of the legislation.

4. From what sources do you obtain financing of community education programs?

   a) tuition ☐ (1) (53)
   b) local tax funds ☐ (1) (54)
   c) state tax funds ☐ (1) (55)
   d) federal funds ☐ (1) (56)
   e) Other (please specify) ☐ (1) (57)

   _____

5. Does the college board of trustees have any policy statement that encourages community education activities?

   * YES ☐ (1) NO ☐ (2) (58)

*If yes, please enclose a copy of the policy statement.

SECTION VI. Planning for the future

Services that have been offered by the AACJC Center for Community Education to Association members are listed below.

Indicate by <u>choosing one</u> number those you find

(1) Most useful (2) Useful (3) Least useful

1. Center staff
   - visits to institutions 1 2 3 (59)
   - resource assistance at workshops and conferences 1 2 3 (60)
   - liaison with other community education groups at state and national level 1 2 3 (61)
2. Conferences
   - state 1 2 3 (62)
   - regional 1 2 3 (63)
   - national 1 2 3 (64)
3. Publications
   - <u>Interface</u> Newsletter 1 2 3 (65)
   - Monographs 1 2 3 (66)
   - Special Reports 1 2 3 (67)
4. Film loan service 1 2 3 (68)
5. Information Bank
   - Community college programs/ contacts 1 2 3 (69)
   - Cooperative agreements with other agencies 1 2 3 (70)

Future services needed from AACJC for community education development in community colleges.

_____

_____

_____

Identify critical issues, directions and trends in community education that AACJC should focus upon during the next three to five years. _____

_____

_____

_____

_____

_____

OCT 9 1981

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